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ABSTRACT

A handbook to assist school district personnel in designing special instructional programs for limited English proficient (LEP) students considers the variety of circumstances in individual school districts by providing program models appropriate for one or many language minority students. The first section provides background information on the aspects of first and second language acquisition that have the greatest impact on LEP students' academic success. The second section discusses the weaknesses and strengths of a variety of instructional approaches commonly used with LEP students, including the submersion approach, bilingual education, immersion, English as a second language programs with native language support services, inclass instruction, and individual tutoring. The third section presents steps to follow in planning and implementing the programs, including developing entry and exit criteria, developing instructional strategies, staffing, staff development, special education, and parent and community involvement. The fourth section discusses the identification and use of materials and personnel and funding resources, and the fifth section examines strategies for evaluating and monitoring the instructional program. A brief bibliography is included. (MSE)

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INTRODUCTION

An estimated 3.6 million limited English proficient (LEP) children aged 5-14 living in the United States have been identified as needing special instructional services in order to succeed in school. Aithough approximately 62 percent of these children live in three states (California, Texas, and New York), a substantial number of LEP children attend school in Ohio. According to figures made available by the Ohio Department of Education, 5,760 LEP students were eligible for special English language programs in over 80 school districts during 1982-83.

Although many Ohio school districts have made efforts to address the educational needs of LEP students, the indications are that LEP students' educational needs could be addressed more effectively. Understandably, some school personnel may question whether LEP students really need special instructional services. After all, many of them seem to "pick up" English fairly quickly. Furthermore, non-English speaking immigrants who came to the United States many years ago did not receive special help in school and still seemed to succeed.

It is true that many LEP students learn to speak and understand everyday conversational English quite rapidly. Yet teachers find that LEP students with good English oral communication skills consistently lag behind their native English speaking peers in reading and writing. In fact, a study conducted in 1978 for the National Institute of Education showed that a group of 12,000 language minority high school graduates were performing at sixth grade level, even though they spoke English fluently.

In the past, it was easier for language minority students to function with only oral skills in English. There were many jobs available that did not require individuals to possess writing skills. Nowadays, however, a higher level of academic skill is demanded from both native and non-native English speakers in order to compete successfully in the job market.

The evidence has shown that most LEP students do not benefit when forced to "sink or swim" in all English classrooms. Rather, they need special instructional services to help them succeed in school and later in the world of work. The purpose of this handbook is to provide school personnel with guidelines for developing and implementing special instructional programs for minority language students.

INTENDED AUDIENCE

This handbook is written to assist school district personnel in designing special instructional programs for limited English proficient (LEP) students. An attempt has been made to take into account the variety of circumstances encountered in individual school districts by providing program models that could be appropriate for a district enrolling just one or over twenty language minority students.

ORGANIZATION OF THE HANDBOOK

In the first section of this handbook, background information will be provided on the aspects of first and second language acquisition that have the greatest impact on LEP students' academic success. A variety of instructional approaches commonly used with LEP students will be discussed in Section II and the weaknesses and strengths of each approach will also be determined. Guidelines for planning and implementing special instructional programs for LEP students will be presented in Section III, while material and personnel resources and possible funding sources will be identified in Section IV. The final section will be devoted to discussing strategies for evaluating and monitoring the spec ial instructional program.

DEFINITION OF TERMS

Throughout this handbook, several terms will be used with frequency. To insure a uniform understanding of the concepts represented, they are defined below.

LEP—	limited English proficient
LEP student—	students whose native language is other than English, and who have sufficient difficulty speaking, reading, writing, or understanding the English language to be unable to learn successfully in the classroom where English is the only language of instruction
native language—	the first language that a person learns as a member of a certain cultural group
second language—	a language learned after the basics of the first have been acquired

language minority student— students whose native language is other than that of the dominant group of a society, and who are not proficient in that language

BICS— Basic Interpersonal Communication Skills (BICS), a term used by Jim Cummins[1], to refer to the type of language skills that a person needs to carry on everyday conversation with a peer

CALP— Cognitive Academic Language Proficiency (CALP), a term used by Jim Cummins[2] to refer to advanced oral and written skills that a person needs to be successful in school—examples include the ability to participate actively in a discussion on a social studies unit, to engage in a debate, to write a composition, to interpret the figurative meaning of a written passage

literacy skills— the ability to read and write in a language

bilingual education— the use of two languages of instruction in connection with teaching subject matter other than the languages per se

bilingual education program for LEP students— a program which has the following characteristics:

a) instruction is given in English
b) English is taught as a subject
c) instruction is given in the native language of the LEP students to the extent necessary to allow them to achieve competence in English
d) instruction is given with appreciation for both the cultural heritage of the LEP students and the culture of the United States
e) native language instruction is in all courses needed to allow LEP students to progress effectively through the educational system

native language support— services provided to LEP students by personnel who speak the native language of the students—services could include the assistance of a bilingual aide in the classroom, small group or individualized tutoring, counseling, providing the opportunity to use native language materials in a resource center

ESL— English as a second language

ESL program— a program in which LEP students receive extra instruction in English language communication skills—the student's native language may or may not be used in the instruction.

submersion— LEP students are placed in ordinary classrooms where only English is spoken—there is no special program to help the students overcome the language problem

immersion— students are placed in classrooms where the only language of instruction is their second language, but an effort to help the students overcome the language problem is made by doing the following:

a) the students are provided with a teacher who understands the native language of the students
b) the students may address the teacher in their native language
c) the teacher responds to the students only in the second language
d) curriculum is structured so that no prior knowledge of the second language is assumed
e) the second language is the medium of instruction and not the subject as in ESL
f) subject matter is introduced in such a way that the students can understand it

SECTION I

FIRST AND SECOND LANGUAGE ACQUISITION: IMPLICATIONS FOR THE EDUCATIONAL SUCCESS OF LEP STUDENTS

How is a language acquired? How does information about the process of language acquisition help teachers and school administrators provide more effective instructional programs for LEP students? Is the ability to communicate orally in English the only skill that LEP students need to acquire? These are some of the questions that will be dealt with in this section.

Developing Oral Skills in the First Language

All normal children by the age of five have mastered the basic oral structures of their native language. Therefore, the LEP students in your district have already acquired oral communication skills in at least one language. This is a strength on which a teacher can build. So what do we know about the process of first language acquisition that can help us guide students who need to learn a second language?

First of all, we know that children do not acquire speech in their first language by merely imitating their parents, siblings, or peers. Language isn't acquired through memorizing vocabulary and grammar or through constant repetition of model sentences. Language is acquired through a process in which children use the language they hear in the environment around them to **construct their own language systems.** Children constantly experiment with language; trial and error is a natural part of the process.

The following are some of the most important aspects of the process of acquiring a first language:

1. All normal children have the **natural ability** to acquire a language. Although the level of intellectual development influences the kinds of ideas that children talk about, highly intelligent children don't acquire language more **quickly** than less gifted ones.
2. Regardless of the language, children learn it in a **systematic** way. They learn simple structures first and more complex ones afterwards.
3. Oral language development begins to slow sharply around the age of puberty, no matter what level has been reached.
4. Social and economic factors may cause the child's speech to be non-standard, but this does not mean that the child does not have a valid language.
5. Children pay more attention to the **content** of the language than to the **form.** They are more concerned with getting a message across than with being grammatically correct.
6. Children are made to feel good about acquiring their first language. The learning atmosphere is informal. Adults frequently simplify their speech when talking to young children. Parents usually overlook grammatical errors and concentrate on the content of the children's speech.
7. Children **understand more language** than they are able to produce. They are not forced to speak by their parents and speak when they feel they need to. Many times children can express sophisticated concepts using their limited vocabulary.

Developing Oral Skills in the Second Language

How do the patterns that children follow when acquiring a first language relate to the steps that students follow when learning a second language? Language researchers Dulay, Burt, and Krashen[3] found many similarities between acquiring oral skills in a first language and then acquiring them in a second language. For example, they made the following observations.

1. Second language learners, like first language learners organize the language they hear in their own individual and systematic way. They learn the new language in stages, acquiring simple structures first, then more complex ones. Second language learners acquire new structures **only** when they are mentally ready, regardless of the manner or frequency of presentation.
2. If a second language is learned before puberty, the learner will achieve **oral** proficiency more quickly than if the second language is learned after puberty.
3. The richer the learner's exposure to natural communication in the new language, the faster he or she will learn it. However, the **content** of the language must be **comprehensible** to

the learner. Krashen[4] uses the term "comprehensible input" to describe how a second language is made more comprehensible for learners. For example, the language should contain vocabulary and grammar that the learner already knows. At the same time, new terms can be added to challenge him or her to learn more of the second language. In addition, talking with the learner about everyday events and accompanying speech with facial expressions, gestures, and visual cues will make the language input comprehensible. It is also necessary to speak slowly and clearly (not loudly) with second language learners and to use short, simple sentences.

4. Relaxed and self-confident learners acquire the second language faster than those who feel tense or unsure of themselves. If a teacher repeatedly corrects students' language, this does not insure that they will stop making the errors. Furthermore, learners benefit more from the language they hear from their peers and from people with whom they identify than from formal instruction in a classroom.
5. If students are not required to produce the second language orally from the very start of instruction, they tend to make fewer errors later on. This is called a "silent phase" during which students merely listen to what is being said.

Although there are some similarities between first and second language acquisition, teachers and school administrators should be aware that the process of acquiring a second language has many unique characteristics. For example:

1. Second language learners must also learn a new culture.
2. A large part of the task of learning a second language is acquiring a new labelling system for concepts that have already been developed in the native language.
3. Second language learners have a first language that can be used as a reference in acquiring the second language. However, the first language influences the second language mostly in pronunciation. This is especially true for older learners.
4. The amount of time that second language learners hear the new language spoken is usually much less than the amount of time they hear the first language spoken.
5. Older language learners can use their advanced intellectual powers to analyze the new language. However, this ability does not help them to **speak** the language fluently.

Understanding the steps individuals follow when learning first and second languages provides a framework for determining what types of instructional approaches might work best with LEP students. For example, the following instructional strategies could be adopted to help the LEP students acquire oral English skills:

1. Make every effort to expose the LEP students to **natural** communication. Classroom techniques may include asking real questions, accepting one word answers, accepting nonverbal responses or responses in the native language, creating situations where LEP students can interact with adults and peers who are native English speakers, and avoiding grammar lessons during communication activities.
2. Allow LEP students to watch and listen in the beginning of the instructional program. Don't force them to speak English immediately. As a teacher you might encourage the students to write down responses, respond nonverbally, or in the native language.
3. Use materials and activities that help make the language comprehensible to the LEP students. For example, teachers could use toys, puppets, games, science experiments, and arts and crafts as means of providing visual and tactile comprehensible input for students.
4. Strive to create an atmosphere in which students feel self-confident and relaxed.
5. Give some time to grammar lessons for older students and adults.
6. Find out and build on students' interests. This could be done by observing them in diverse settings and accepting different dialects and speech patterns.
7. Provide an atmosphere where errors are expected and do not have negative connotations. Stress the content of LEP students' speech rather than the form.
8. Strive to employ functional and useful language in conversation practice.

9. Avoid forcing students to learn complex structures before they are ready for them.
10. Do not make constant comparisons between the form of the student's native language and English.

Developing Academic Skills in the Second Language

The language acquisition process previously discussed is applicable to the language skills required for face to face conversations about topics that have a specific context. For example, students would use this kind of language to determine whose turn is next on the playground or to follow the teacher's directions during a fire drill.

However, Basic Interpersonal Communication Skills (BICS) are not sufficient for a language minority student to succeed in an all English classroom. Jim Cummins identifies a higher level of language proficiency that is needed to gain the maximum benefits from schooling. He decribes this as Cognitive Academic Language Proficiency (CALP). This kind of language is needed when students are required to perform tasks that are cognitively difficult or abstract such as reading a difficult text, writing an essay, or participating in a debate.

Therefore, your program should have the goal of helping LEP students develop more sophisticated academic English skills as well as the skills needed to carry on a face-to-face conversation in their new language. Cummins suggests that giving LEP students the opportunity to develop academic skills in their native language will actually make it easier for them to develop similar skills in English. Why is this? It seems that academic skills are not specific to one language and they can easily be transferred from one language to another.

There is ample evidence to support this view. You have probably noticed that students who perform well academically in their native language also tend to perform well in a second language. Research has also documented that academic skills are similar in all languages. On the other hand, many younger minority language students quickly mastered BICS in English, but were not academically successful when mainstreamed in school. The probable reason for their lack of success is that their reading and writing skills were not as highly developed as their verbal skills.

Conclusion

This section explored the processes of both first and second language acquisition to provide an understanding of their impact on the instructional strategies employed in educating LEP students. The importance of developing LEP students' academic language skills has also been stressed. In the next section, instructional approaches that are commonly used in instructing LEP students will be discussed.

SECTION II

APPROACHES TO EDUCATING LEP STUDENTS

School administrators and teaching personnel across the nation have attempted to serve the needs of LEP students in a variety of ways. Approaches include so-called submersion (immediate mainstreaming of LEP students), bilingual instruction, and special English language instruction. In this section, the merits of each of these approaches will be discussed in light of what has been said regarding the process of first and second language acquisition.

The Submersion Approach

In this approach, language minority students are placed in classrooms where English is the only language spoken and their language needs are largely ignored. Proponents of this tactic might have the attitude that it is not the school's job to adjust to the language minority student, but rather it is the student's responsibility to adjust to the school. Advocates of submersion often claim that allowing LEP students to use their native language in school simply delays, perhaps even obstructs, the process of learning English. As proof of this claim, some submersion proponents have pointed to Richard Rodríguez[5] who describes how he was able to acquire English and achieve academic success by giving up Spanish at home and being submersed in an all English instructional setting with Anglo peers. In fact, some non-English speaking parents consider it a matter of honor to have their children succeed in school without special assistance. There are many more arguments in favor of submersion, based on the belief that it is the best way for language minority students to learn English. There are just as many arguments to the contrary, that submersion does not meet the needs of the majority of LEP students. The advantages and disadvantages of the submersion approach are discussed in the following pages.

Advantages

1. Language minority students are given constant exposure to natural communication situations, both in the classroom and on the playground.
2. More attention is given to what is said than to how it is said.
3. Many students, especially those who are self-confident and outgoing, are motivated to communicate with English speaking peers who probably modify their speech when communicating with LEP students.
4. On the playground, most of the language heard relates to the here and now and is made more understandable through concrete cues.
5. The corrections that the students receive probably relate more to what is being said than to how it is said.

Disadvantages

1. Although the students are constantly exposed to natural communication situations, they probably do not understand what is being talked about most of the time. This is especially true in the classroom where the subject matter is often abstract.
2. Since LEP students receive little "comprehensible input" in the classroom, they find it difficult to develop a system for organizing the language input they receive. Many students who are successful in submersion settings receive extra tutoring and private lessons at the end of the school day.
3. Since LEP students cannot use their native language to make academic progress in content areas, they will experience difficulty completing classroom tasks as the language becomes progressively more complex and abstract. Therefore, when they go into the more advanced grades, LEP students tend to fall behind their English speaking peers academically.
4. Since the instruction in this setting is geared for students who already communicate in English, teachers probably make little or no attempt to adapt their language to that of the LEP students.
5. Although students may be motivated to communicate with their English speaking peers on the playground about here and now topics of interest, the lack of comprehensible language in the classroom tends to minimize their motivation to learn academic subjects.

6. Students who are placed in a situation where they rarely understand what is going on probably find it difficult to be relaxed and self-confident in the classroom.
7. There is the possibility that the LEP students' native language will be viewed as low status by the LEP students themselves, the English speaking majority students, and teachers.

Conclusion. Since the disadvantages outnumber the advantages, the immediate mainstreaming or submersion of LEP students does not seem to be an efficient or effective way to develop the English skills that LEP students need in order to be successful in all English classrooms. Granted, there are students who have been able to achieve both oral and literacy skills in English without special attention from school personnel. However, it is probable that they had additional support from other sources such as the family, community, or English speaking peers in the neighborhood.

On the other hand, LEP students who are not able to receive comprehensible input from other sources will probably lag behind their English speaking peers in developing academic linguistic skills. Marie D. Eldridge[6] reporting on a survey of academic achievement and dropout tendencies among language minority students brought attention to the following findings:

1. Persons with language minority backgrounds enrolled in grades 5-12, who usually speak their native language at home, were likely to be two or more grades below the grade levels expected for their ages.
2. Ten percent of native English speakers were high school dropouts as compared to **40 percent** non-native English speaking students.

Although Mrs. Eldridge cautions that these findings do not necessarily mean that being a native speaker of a language other than English causes an educational disadvantage, the data make clear that the needs of LEP students submersed in regular all English classrooms are too frequently not being met.

Bilingual Education

Since the immediate mainstreaming of LEP students does not seem to be an adequate response to their special strengths and needs, what are some alternatives open to school districts? One of the approaches that a school district may adopt to insure that language minority students receive equal educational opportunity is to provide them with bilingual instruction. In Ohio, there are currently seven districts providing bilingual instruction to language minority students.

Bilingual education operates on two basic premises: 1) students are more likely to learn anything, including English, if they understand what they are being taught, and 2) students who are not proficient in English will not fall behind their English speaking peers if they are able to continue learning subject matter in their native language.

There are a variety of models of bilingual education. In some programs, the students may learn to read first in the native language and then in English. In other programs, LEP students only use their native language orally in the classroom. The focus of the program is on teaching them to read, write, and speak English. The important element of bilingual programs is that both the students' native language and English are used as mediums of instruction.

The amount of and balance between the two languages can be varied according to the commitment to maintaining the native language. According to Fishman and Lovas[7] bilingual programs could adopt any of the following approaches:

1. **Transitional**—the LEP students' native language is only used until they are ready to be mainstreamed into a regular classroom.
2. **Monoliterate Bilingualism**—oral skills in the native language are developed throughout the entire program, but reading and subject matter are taught only in English.

3. **Partial Bilingualism**—reading and subject matter are taught in both the native language and English, but English is emphasized in all subjects except culture.
4. **Full Bilingualism**—reading and all subject matter are taught in both the native language and English, and equal attention is given to both languages.

Each model of bilingual education has advantages and disadvantages in the promotion of LEP students' acquisition of English oral and academic skills. The following is a list of potential advantages and disadvantages of bilingual education in general:

Advantages

1. Subject matter knowledge acquired through the students' native language can be easily transferred to English.
2. Language skills needed for academic success (for example, the ability to argue, analyze, and contrast) which are developed in the native language can be easily transferred to English.
3. The appreciation and acceptance of the students' home culture and native language by school personnel can enhance the student's individual self-concept. A good self-concept is often a positive influence on the student's motivation to learn English.
4. Students will probably be more relaxed and self-confident learners when part of their instruction is in their native language. Therefore, they are likely to learn English more quickly than students who are under constant stress and confusion.
5. Students in a bilingual classroom probably have less pressure to produce English as quickly as students in all English classrooms. Thus, students in a bilingual classroom can take advantage of the silent phase that has proven useful in helping students cut down on errors.
6. Students in a bilingual program have a better chance to acquire English structures when they are mentally ready for them. There is less probability that they will be forced to cope with complicated English speech that they do not understand.

Disadvantages

1. Students have less exposure to natural communication in English.
2. Students spend less time interacting with their English speaking peers.
3. There is a possibility that teachers might have lower expectations of the students in bilingual programs.
4. Students may feel "stigmatized" because they are participants in a special program. This feeling might give them lower expectations of themselves when they are in the English classes.

Conclusion. Bilingual education programs may be most appropriate for school districts enrolling large numbers of LEP students from one or two specific language backgrounds. The program could employ both the native language and English as mediums of instruction without being detrimental to the students' academic progress. Many bilingual programs have succeeded in helping LEP students master English and achieve academic success in school. The potential advantages outweigh the apparent disadvantages.

The Immersion Approach

Another approach to helping LEP students acquire the English skills that they need in order to be successful in school is the immersion approach. This is an alternative that might be considered especially by those school districts where a large number of LEP students reside, but not enough of one specific language group to justify the establishment of bilingual classrooms.

In immersion programs[8] 1) the focus is on subject matter, 2) all of the students in the classroom are learners of the second language, 3) as much as 90% to 100% of the school day may be taught in the second language, 4) no formal attempt is made to teach the language as an end in itself, and 5) the medium of instruction is always the second language. However, in the early stages, students may respond in their native language, even though the teacher always answers in the second language. This assumes, of course, that the teacher is able to understand the students' responses in their native language.

A structured immersion program differs from submersion in the following ways: a) in immersion, the majority of students are not native speakers of the second language, b) in immersion, all subject matter is introduced in a way that can be understood by the LEP students, c) LEP students in immersion classes can address the teacher in their native language. On the other hand, immersion differs

from a bilingual program in that the LEP student's native language is never spoken by the teacher.

Advantages

1. Students are offered real and extended communicative experiences in the second language through presentation of the subject matter.
2. Since all the students are learners of the second language, the teacher has the opportunity to adapt the new language to the level of the students' linguistic and cognitive capabilities. For example, the teacher can talk slower than normal, speak clearly and distinctly, and avoid using structures that are grammatically complex.
3. When teachers simplify their speech, new language learners have a tendency to feel relaxed and self-confident.
4. Teachers have the opportunity to provide comprehensive input using visual aids, concrete experiences, and manipulative materials.
5. The focus of instruction is on the content of the subject matter rather than on the grammatical form of the language.
6. Students have the opportunity to take advantage of the silent phase at the beginning of the language learning process if they are permitted to respond in their native language or non-verbally.
7. Teachers have the opportunity to concentrate on literacy skills as well as oral communication skills.
8. Students can progress naturally from cognitively simple language tasks within a concrete context to more difficult, abstract academic tasks.
9. Students hear the second language during the entire school day.

Disadvantages

1. Since there is a lack of native English speaking peers in the classroom, the second language input is restricted to the teacher's proficient speech and the less than proficient speech of other LEP students. Young language learners in this situation, therefore, do not have their preferred language models to provide the input that seems to be most beneficial in promoting oral communication skills.
2. It is difficult to find personnel competent in all the diverse languages than can be represented in this kind of classroom.
3. Complete lack of attention to the form of the language may tend to frustrate older language learners.
4. As in the case of bilingual programs, LEP students in an immersion program may feel "stigmatized" because they are separated from their English speaking peers and placed in "special" classrooms.

Conclusion. The immersion approach has the potential to be an effective means of promoting LEP students' English oral and literacy skills. But, as with any instructional program, certain factors need to be present to insure the effectiveness of the program. In immersion programs, the teacher needs to be competent in several language skills, and there should be opportunities for LEP students to interact with other native English speaking persons, especially their peers, outside the classroom.

In addition, an immersion program would probably be enhanced if the LEP students could spend at least part of the school day receiving instruction in their native language. This could be done through the services of a paraprofessional, parent aide, or volunteer who would work with individual students or small groups of students at a time. By providing native language support instruction, the content that is learned during the English immersion class could be made more comprehensible. Also, LEP students would continue to progress cognitively while engaging in the relatively slow process of acquiring a new language. Finally, LEP students would see that their language and culture are valued in their school.

ESL Programs with Native Language Support Services

Pull out ESL Classes. School districts may provide ESL instruction to LEP students as a means of helping them acquire the English skills they need to be successful in school. In Ohio, ESL programs are used either as a complement to bilingual education or as the principal component of the special language instructional program. If it is the main component of the program, **it is advisable to provide native language support services to supplement the ESL instruction.** For example, native language aides could be hired to work with the regular classroom teacher during the school day, paraprofessionals could teach

certain content areas, or volunteers could tutor individuals or small groups of LEP students during the school day.

The ESL classes may be focused on teaching formal English grammar or on promoting natural communication activities (free conversation, games, debates). Students may practice reading and writing, as well as speaking English.

The common element of these variations is that the language minority students are taken out of their regular classroom environment and placed in a setting where their English language needs can be addressed in a special way. Two variations of pull out ESL instruction are described on the following pages: magnet centers and class period.

Magnet Centers. In this approach, students are drawn from schools in more than one attendance area and placed in a central location for special English language instruction. Again, it is recommended that native language support services be a part of this kind of program.

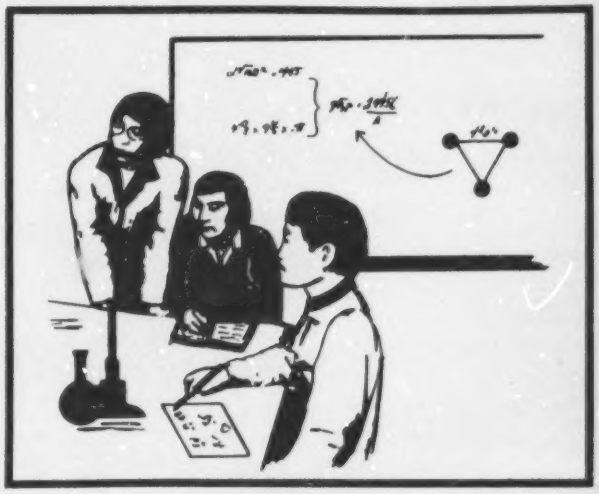
The obvious advantages of this method is that schools can pool resources and offer the LEP students a wider range of materials and activities to support the language acquisition process.

Class Period. This is basically an ESL class for high school LEP students. The students receive credit for this course which is scheduled during a regular class period. Students are grouped according to level of language proficiency. This approach has two special advantages:

1. Students are not likely to feel stigmatized by going to special English classes because they receive credit for the class.
2. Teachers can take advantage of the students' high level of cognitive development and focus on developing higher level oral, writing, and reading skills.

Advantages

1. ESL classes can provide LEP students with natural communication activities geared toward their language level.
2. ESL instructors can use a variety of visual aids and concrete materials to make the natural communication activities more comprehensible to the LEP students.
3. ESL instructors have the opportunity to sequence the language of instruction from the simple to the complex.



4. ESL instructors could allow the LEP students to spend most of the time just listening to the new language and responding only nonverbally in the early stages of the instructional program. This initial "silent phase" at the beginning of second language instruction relieves the stress of having to produce the new language immediately, and it helps the second language learner cut down on errors.
5. If the input provided in the ESL classroom is comprehensible to the students, it is likely that their attitude toward the learning situation will be more positive.
6. Part of the ESL class can be devoted to language lessons stressing the grammar and structures of the new language. This can help older learners modify some of the low level rules they know. In addition, this formal knowledge can satisfy the curiosity that older students have about the nature of the language and increase their feeling of control over the learning situation.
7. ESL instructors have the opportunity to provide an atmosphere in the classroom that helps the LEP students feel relaxed and self-confident.
8. ESL instructors have the opportunity to monitor the students' progress closely. Their observations can help the instructor decide when the students are ready to work with more complex language structures.
9. ESL instructors have the opportunity to help students develop literacy skills and advanced oral skills as well as interpersonal oral communication skills.

Disadvantages

1. If the ESL class is only for an hour or two daily, and students return to submersion type classes where English input is likely to be incomprehensible for the rest of the day, the effects of the ESL instruction can be expected to be minimal.
2. If the emphasis of the ESL classes is on grammar with few or no natural communication activities, the ESL instruction will probably have little impact on the students' acquisition of English.
3. There is the possibility that students might feel stigmatized by being pulled out of their regular classes for ESL instruction. This might result in a negative attitude toward the learning situation.
4. The lack of English speaking peers in the classroom limits the amount of relevant input that language minority students can receive from the ESL classes.
5. If audio and visual resources are not used in the ESL classroom, the students have access to only one source of language input—the instructor.
6. If the focus of the instruction is on teaching formal English grammar, the instructor may have a tendency to constantly correct students' errors thus causing more ill effects than benefits.
7. If the focus of the ESL classes is only on oral interpersonal communication skills, the ESL instruction will have a negligible effect on promoting the academic skills that the language minority students need in order to be successful in school.

Conclusion. ESL instruction can play a positive role in the development of LEP students' oral and academic English skills. Most of the potential disadvantages of this approach can be avoided through the concerted effort of program planners and teaching personnel.

However, it is recommended that ESL classes **not** be the only response to the needs of language minority students. As mentioned before, it is presumed that native language support services are an **integral** part of the program. In addition, regular classroom teachers should make efforts to promote the development of LEP students' English language skills when these students are in classes with native English speakers. Some suggestions that might help regular classroom teachers carry out this task are provided in the section on inclass instruction.

Other Approaches

Bilingual education, the immersion method, and ESL instruction can be valid responses to the language needs of LEP students when, for example, there is a large concentration of them in an urban school district. But what about a hypothetical Cambodian student who has arrived in the United States probably having been sponsored by an American family through its church? The child is then enrolled, very likely, in a small suburban school district that never had a LEP student before. Certainly, it would not be appropriate to hire a bilingual teacher or an ESL instructor for one or two LEP students. So, what can be done for this student?

This part of Section II will deal with suggestions for school districts that have only a few language minority students. This is the case of many districts in Ohio.

Inclass Instruction. In this approach, LEP students are together with native English speaking children in the same classroom. However, the teacher recognizes the special strengths and needs of the language minority students in the classroom and plans appropriate instructional strategies. Fox and Allen[9] suggest that the role of the classroom teacher in this situation is not to try to **teach** English to our hypothetical Cambodian, but rather to provide the kind of language and create the kind of environment that will permit him or her to **acquire** English.

Some of the instructional strategies that Fox and Allen suggest for the regular classroom teacher who wants to provide appropriate input and atmosphere for LEP students are the following:

1. Arrange for situations that permit the LEP students to talk with the teacher or other adult speakers in a one-to-one-situation.
2. Provide language that is comprehensible, yet not too simple in structure and vocabulary that there is no challenge for LEP students to learn something new.
3. Arrange for activities that call for cooperation and communication with English speaking peers.
4. Arrange the room so that many different kinds of materials are available with which

the students can work, manipulate, and create.

5. Provide experiences (field trips, for example) that can serve as a base for sharing language with peers and adults. LEP students can use their native language, their limited English, art, and other communicative mediums to prepare for the experience and to respond to it.
6. Provide many opportunities for shared book experiences.

These kinds of special instructional strategies for LEP students in a mainstreamed classroom can have the following advantages and disadvantages:

Advantages

1. Students are exposed to natural communication in the language.
2. The teacher can make special efforts to include topics of interest to the LEP students through regular one to one conversations with the students.
3. Through the use of concrete materials, meaningful and interesting experiences, and tasks supported by context, the teacher can help make the content of the natural communication comprehensible to the LEP students.
4. Teachers sensitive to the LEP students' language needs can incorporate a silent phase at the beginning of the learning process so that the LEP student doesn't feel forced to attempt to produce English immediately.
5. If the teacher pays special attention to the LEP students' language needs, there is a greater chance that these students will have a positive attitude toward the learning process.
6. An environment that promotes comprehensible, functional, and interesting language input tends to help second language learners feel relaxed and self-confident.
7. Second language learners have the opportunity to interact with native English speaking peers in relevant language experiences.
8. Second language learners can spend their major effort on getting meaning across and save formal refinements of the language for later.

Disadvantages

1. By necessity, much of the teacher's time is spent talking at the level of the native English speaking students. Therefore, there may be periods of time when the LEP students do not receive comprehensible input.
2. If the teacher cannot communicate in the native language of the LEP students, it may be difficult to build upon the students' interests.
3. LEP students who are shy and not outgoing may not seek language input from native English speaking peers in classroom group activities.
4. The success of this approach depends entirely on the teacher. Teachers must be willing to take the time or interest to create an environment that helps the LEP students acquire English in the classroom. Otherwise, the LEP students merely become submersed in incomprehensible communication situations.
5. If there is no one in the classroom who can communicate in the native language of the LEP students, the LEP students will not be able to bring past experiences to bear on the learning process.

Individual Tutoring. Another response that might be considered when there are very few LEP students enrolled in a school district is individual tutoring. Tutors may range from volunteer members of the community to trained professional second language teachers. The Tutoring may focus on promoting natural communication or teaching the formal aspects of the language. The element that is common to all tutoring sessions is that LEP students are taken out of their classroom environment in order to practice English language skills on a one-to-one basis with an adult model.

Since a tutoring session is basically individualized ESL instruction, most of the advantages and disadvantages of tutoring parallel those of the ESL method. The individualized attention that the LEP student receives from the tutor can be an added advantage because the tutor can give full attention to the student's specific language strengths and weaknesses. On the other hand, the individualized attention can be a disadvantage—the tutor becomes the only source of comprehensible oral input for the student, since the less than proficient English of fellow learners is not available in these sessions.

Currently, there are school districts in Ohio that provide tutoring sessions for LEP students where there are not enough language minority students to warrant bilingual education, immersion classes, or ESL instruction with native language support services. This can be a practical response to the needs of LEP students. If, in addition to receiving help from tutors, the LEP student is in a classroom where the teacher creates an atmosphere promoting English acquisition, the LEP student will benefit even more from his or her schooling. Both the individualized tutoring and in class strategies can be enhanced by native language support services. For example, a volunteer parent or graduate student who speaks the native language of the LEP student could be present part of the school day in the classroom to help the teacher take advantage of the LEP student's past experiences.

Conclusion. This section has dealt with a variety of responses to the instructional strengths and needs of LEP students. Based on what we know about first and second language acquisition, the potential advantages and disadvantages of the different approaches have been explored. So how do school administrators and teachers go about planning and implementing an appropriate program that will insure that LEP students have an equal opportunity to be successful in school? What are the federal and state legal requirements? What are the rights and responsibilities of the school districts? What kinds of financial and technical help are available to districts that have LEP students? These are some of the questions that will be discussed in the next three sections.

SECTION III

STEPS TO FOLLOW IN DEVELOPING AN APPROPRIATE SECOND LANGUAGE INSTRUCTIONAL PROGRAM

In this section two types of programmatic strategies will be described in detail and the steps involved in the design of each strategy will be outlined.

Step I: Developing Entry and Exit Criteria For The Program

The first step in designing a special instructional program for LEP students is to devise means for deciding which students are LEP and need special services. Once students have been identified and a decision has been made to place them in a special program, it will then be necessary to determine when they have made sufficient progress and no longer need special instruction. Some questions naturally come to mind: what is the best way to identify LEP students in the district? Does the number of LEP students dictate the kind of program that should be planned? Is it necessary to assess literacy skills as well as oral English skills? How about testing students' achievement levels in their native language? What are some good assessment tools? When is a student ready to leave the special instruction program?

You may be thinking that the process sounds complex and tedious, and may not even be worth the effort. Fortunately, many state, local, and federal resources are available to help you find answers to these questions. In any case, there are laws that require school districts to take affirmative steps to ensure equal educational opportunity for LEP students.

A. Preliminary Identification of LEP Students

Of course, you will need a method that efficiently and effectively determines which students could **potentially** need special services. An effective method for identifying potential LEP students is to administer a language survey. The survey can be completed either by parents of all students or by school personnel. Having parents of all students complete the language survey is appropriate mainly in districts that have traditionally enrolled **at least 20** LEP students per year. If the district has very few LEP students, it might be more appropriate to ask teachers and counselors to refer any language minority child who is not performing well academically to the appropriate school district administrator.

For those who will be administering a language survey to all or most students in the district, your survey may include the following questions:

1. What is the language first acquired by the student?
2. What is the language most often spoken by the student?
3. Regardless of the language most often spoken by the student, what is the language most often spoken in the student's home?

If the answer to **all** these questions is "English," the students **cannot** be regarded as potential LEP. On the other hand, if **any** of these questions is answered with a language **other than English,** the student **can** be considered **potentially** in need of special instruction.

B. LEP Students and the Law

Are school districts required to assist every single potential LEP student if it has been determined that special instructional services are needed? In 1975, HEW issued findings known as the "LAU Remedies. . " These findings were an outgrowth of the case of LAU vs. Nichols, U.S. Supreme Court, 1974, in which the Court ruled that Chinese students in the San Francisco Unified School District were not given even a minimally adequate education and were denied equal educational opportunity because of their limited English proficiency[10]. First of all, the "Remedies" require that every district with **20 or more students of the same language group** present a concrete plan to insure equal educational opportunity. Districts with less than 20 students of any one language minority group are still obliged to take affirmative steps. However, these are not expected to be as comprehensive and as extensive as they would be in other cases.

Therefore, in answer to the question of whether a district is required to assist a single student, it has been stated in the requirements that every single language minority student should receive the special instructional services that are needed for success in

IDENTIFY LEP STUDENTS

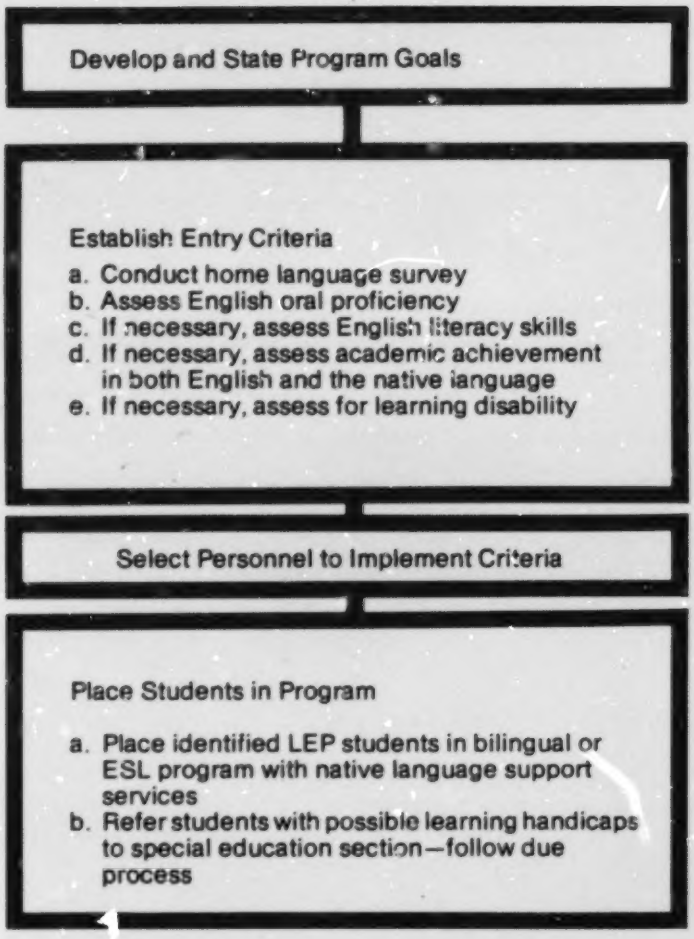

Develop and State Program Goals
Establish Entry Criteria
a. Conduct home language survey
b. Assess English oral proficiency
c. If necessary, assess English literacy skills
d. If necessary, assess academic achievement in both English and the native language
e. If necessary, assess for learning disability
Select Personnel to Implement Criteria
Place Students in Program
a. Place identified LEP students in bilingual or ESL program with native language support services
b. Refer students with possible learning handicaps to special education section—follow due process

Figure 1: Transitional/Developmental Bilingual Program and ESL Program with Native Language Support: LEP Student Identification

MAINSTREAM NON-LEP STUDENTS

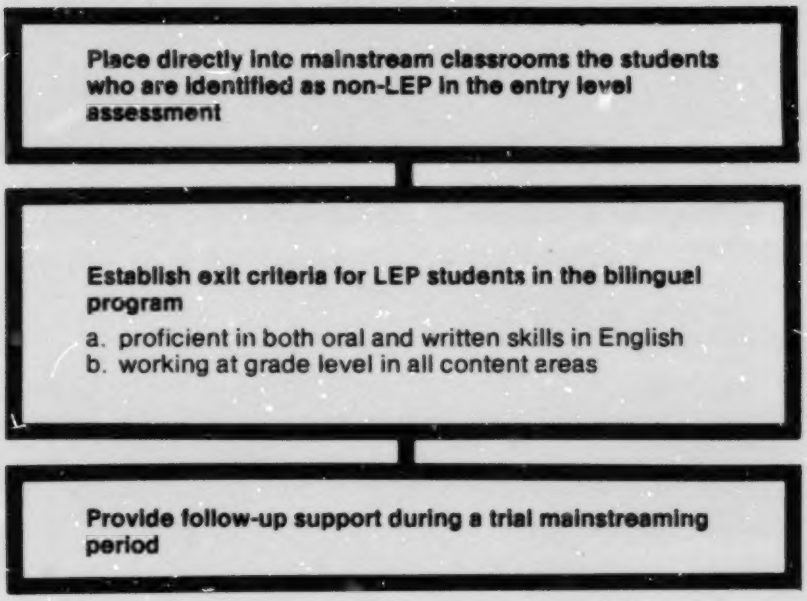

Place directly into mainstream classrooms the students who are identified as non-LEP in the entry level assessment
Establish exit criteria for LEP students in the bilingual program
a. proficient in both oral and written skills in English
b. working at grade level in all content areas
Provide follow-up support during a trial mainstreaming period

Figure 2: Transitional/Developmental Bilingual Program and ESL Program with Native Language Support: Mainstreaming LEP Students

school. The guidelines set out in the "LAU Remedies" are not mandated, but in dealing with courts, school districts would have a difficult time showing that the "Remedies" are unreasonable or inconsistent with Title VI of the Civil Rights Act of 1964. The Act prohibits discrimination on the basis of race, sex, national origin, or physical handicap.

The type of instructional program that the district should adopt is not dictated in the "Remedies." School districts are free to adopt the instructional strategies that are appropriate to their needs and resources. However, the "Remedies" make clear that the instructional approach adopted should not "result in a substantial delay in providing students with the necessary English language skills needed by or required of other students at the time of graduation"[11].

C. Assessing Oral Language Proficiency

Once a districtwide census of all students whose native language is not English has been compiled, the next step is to decide whether or not they are in need of special services. So far, all that has been done is the identification of **potential** LEP students. The process of determining whether students do, in fact, need supplementary instructional services is more complex. The survey results should provide information on the size of the language minority population, and the diversity of the students' languages.

A preliminary stage in determining which students would benefit from special instruction is assessing the students' oral proficiency in English. Oral language involves listening, speaking, and pronunciation. There are commercial tests that can be used to determine students' oral proficiency in English such as the Bilingual Syntax Measure and the Language Assessment Scales. Both these tests are used in several Ohio school districts.

However, other more informal methods can serve the same purpose. For example, if a student speaks no English at all, it is pointless to attempt to administer a standardized test of oral English proficiency. The classroom teacher, pupil personnel director, or counselor could simply refer the student to the second language program coordinator for placement into the program.

After assessing English oral skills, it might also be necessary to find out how much of the native language the students use and how much English they use. The "LAU Remedies" suggests that there are five categories of language dominance:

1. the student speaks the language other than English almost exclusively
2. the student speaks mostly the language other than English
3. the student speaks both the language other than English and English with equal ease
4. the student speaks mostly English, but some of the other language
5. the student speaks English exclusively.

Tests of language dominance are available such as the Marysville Test of Language Dominance, The Test of Language Dominance (TOLD), and the San Diego Observation Assessment Instrument.

Any student who can be classified in group one or two probably would benefit from special English language instruction and should be placed in an appropriate program. However, flexibility in placing students must be exercised. Some students may not speak English fluently, but they may be very proficient academically in their native language. The type of program in which the student is placed must take into account his or her level of cognitive development. Many students are frustrated with special English language programs because they find them insulting to their intelligence.

D. Assessing Academic Achievement

Why would a language minority student who speaks English fluently still require special instructional services? Some minority language students understand and speak English proficiently, yet they have difficulty reading and writing English. Some minority language students may not even have literacy skills in their native language. For example, a Cambodian refugee student may have learned to speak English by communicating with native English speaking volunteers in a refugee camp. However, since many Cambodians aged 5-12 years received no formal schooling in Cambodia, many of them are illerate in **both** their native language **and** English.

It is therefore advisable to assess language minority students' literacy skills, that is, their ability to read and write English and, if possible, their native language as well.

Even students who demonstrate the ability to read and write English may not have sufficient background in the content areas that are part of the

regular curriculum. Consequently, it may be necessary to give students who can speak, read, and write English an achievement test in diverse content areas as part of the initial assessment. This could be done in both English and the native language.

Again, there are both formal and informal assessment tools that can be used to determine both the level of literacy skills and content achievement. The Ohio Department of Education has made available a booklet entitled *Guidelines for the Establishment and Implementation of Entry and Exit Criteria for Bilingual Programs* that describes and critiques formal measures that are used in Ohio programs. In addition, the same booklet contains suggestions for informal assessment of literacy skills.

E. Placement Policies

After the initial assessment of the potential LEP students has been completed, placement of all the students should follow. Students who have demonstrated that they are proficient in English oral and literacy skills, as well as in content area subject matter can be mainstreamed immediately. On the other hand, students with limited English or native language reading, writing, and content area proficiency should receive special instructional assistance.

Placement staff should make an effort to assign students to classrooms using age rather than physical size as the principal criteria. Many Southeast Asian refugee students are small in comparison to other students of the same age and are often placed below grade level for this reason. This practice is discouraged because it can be harmful to the students' cognitive and emotional development.

A special note of caution needs to be interjected here. If a student was assigned to a special program solely because of limited oral English proficiency, this does not mean that no further assessment is necessary. Some language minority students speak very little English, yet perform well in content area subject matter. Therefore, even if the student's oral English skills are limited, further assessment should be conducted in the student's native language.

In whatever program the LEP students are placed, the goal is to satisfy their diagnosed educational needs. As has been discussed previously, LEP students' educational needs go further than the ability to engage in an everyday conversation with their native English speaking peers. Educational needs include developing advanced oral skills and being able to read and write about a variety of situations. Therefore, a student should not be considered ready to exit from the assigned program until he or she is performing **in all areas** at the educational level that is expected of non-minority students.

F. Selecting Personnel to Implement the Entry and Exit Criteria

The information provided by the language survey forms can be used to help make some decisions about the selection of personnel to implement the entry and exit criteria. First of all, the number of potential LEP students identified by the survey indicates how many staff members will be needed to do the assessment and placement of students. Secondly, the home language shown on the forms will indicate the languages in which staff members should be able to communicate.

Since the major task of the entry and exit criteria implementation team is to identify which of the language minority students are actually LEP, and since this will be determined in the majority of cases through the administration of formal and informal oral tests, many of the team members could be paraprofessionals or community volunteers. Most of the indepth diagnostic assessment of language literacy skills and content achievement will be done after the students are placed in a program, so it should not be necessary to require the majority of members to have extensive background in the area of assessment and testing.

Step. 2. Developing Instructional Strategies

Factors affecting the instructional approach that will be adopted include (1) the size of the LEP student population and (2) the LEP students' diagnosed educational needs.

If there are 20 or more LEP students of any one language minority group in a district, a transitional/developmental bilingual program would be an appropriate response to their needs. On the other hand, in a district that has a relatively large number of LEP students but less than 20 of any one language group, school personnel may not feel that developing a transitional bilingual program can be justified in terms of need and resources. In this case, it might be more appropriate to develop an ESL program with native language support services. A possible

model for each of these programs will be presented in the following pages.

Before discussing possible program models, however, we should remind ourselves that every program design should be flexible enough to accommodate LEP students with diverse educational needs. For example, high school age LEP students who have no literacy skills in their native language will require teaching strategies that differ from those required by high school age LEP students who have extensive literacy skills in their first language. Therefore, the time spent in each of the components of the program will probably vary from student to student. In addition, diagnostic testing may show that some LEP students have the skills that would justify their entering a more advanced phase of a program.

Transitional/Developmental Bilingual Program

The goal of this program is to prepare LEP students for eventual placement into all English classrooms in all content areas. The method used in this approach is to teach the students core subject matter in their native language during the first years of the program. This allows the LEP students to make academic progress and, at the same time, gain experience which will be useful in acquiring English. Simultaneously, the students receive special instruction to improve their English communication skills. Once the student is fully functional in English, further instruction in the native language is no longer provided except as an enrichment activity.

Possible model. Stephen Krashen's[12] transitional bilingual instructional model could be used by districts that have the resources to provide formal instruction in both English and the native language to the LEP students. The model contains three components:

1. mainstream classes—LEP students participate alongside native English speaking peers, and the medium of instruction is English;
2. sheltered classes—LEP students are grouped together for special English instruction;
3. native language instruction—LEP students are grouped together for instruction in core subject matter, and the medium of instruction is the students' native language.

Figure 3 shows how the content of each component changes as the students progress from the beginning phase to the advanced phase. This model allows for the gradual transition into all English mainstreaming through a process based on sound principles of language acquisition.

ESL Programs with Native Language Support Services

The goal of ESL programs is to eventually mainstream LEP students into all English classrooms. However, the instructional method used to achieve this goal does not include formal native language instruction. Instead of receiving formal instruction in content areas in the native language, LEP students are provided with native language support services. These could include the help of a bilingual aide who is present in the classroom to interpret instructions for the student, individual tutoring sessions from bilingual paraprofessionals or volunteers, counseling in the native language, and opportunities to participate in native culture activities.

Possible model

An ESL program could be designed similar to the transitional/developmental bilingual model previously described, except, of course, there would be no formal instruction of subject matter in the native languages. Figure 4 shows that both ESL instruction (focusing on the structure of the language) and immersion type instruction (focusing on the subject matter) would be components of the program. LEP students would be mainstreamed with native English speaking peers in courses such as art, physical education, or music.

This combination of methods increases the advantages to the second language learner, and reduces the disadvantages that are inherent in a single approach. For example, a total immersion approach has the disadvantage of not allowing for much interaction with native English speaking peers. The ESL model, on the other hand, with its mainstream component permits and encourages the kind of interaction which can lead to the rapid development of interpersonal oral communication skills in a second language.

Staffing

Certainly, the success of any program established to provide equal educational opportunities for LEP students does not depend solely on the design of the program. There are many variables that influence the quality of a program as it is implemented. Of course, one of the most important factors is the

PHASE	STUDENT'S CHARACTERISTICS	COMPONENTS: MAINSTREAM	SHELTERED	NATIVE LANGUAGE
BEGINNING	A) DOMINANT IN NATIVE LANGUAGE AT SCHOOL B) LITTLE OR NO ORAL COMMUNICATION IN ENGLISH C) LITTLE OR NO LITERACY SKILLS IN ENGLISH D) LITTLE OR NO BACKGROUND IN GRADE LEVEL SUBJECT MATTER	ART MUSIC PHYSICAL EDUCATION	ESL	ALL CORE SUBJECT MATTER
INTERMEDIATE	A) DOMINANT IN NATIVE LANGUAGE AT SCHOOL B) BASIC CLASSROOM ORAL COMMUNICATION SKILLS IN ENGLISH C) SOME LITERACY SKILLS IN ENGLISH D) SOME BACKGROUND IN GRADE LEVEL SUBJECT MATTER	ART MUSIC PHYSICAL EDUCATION	ESL MATH SCIENCE	SOCIAL STUDIES LANGUAGE ARTS
ADVANCED	A) DOMINANT IN ENGLISH AT SCHOOL B) CAPABLE OF COMMUNICATING ORALLY IN ENGLISH IN MOST CLASSROOM SITUATIONS C) NEAR GRADE LEVEL IN ENGLISH LITERACY SKILLS D) GRADE LEVEL BACKGROUND IN SUBJECT MATTER	ART MUSIC PHYSICAL EDUCATION MATH SCIENCE	ESL SOCIAL STUDIES	LANGUAGE ARTS
MAINSTREAM	A) DOMINANT IN ENGLISH AT SCHOOL B) PROFICIENT IN ORAL AND LITERACY SKILLS IN ENGLISH C) AT GRADE LEVEL IN ALL SUBJECT MATTER	ALL CORE SUBJECT MATTER	NONE	ENRICHMENT COURSES

FIGURE 3: INSTRUCTIONAL COMPONENTS OF A BILINGUAL PROGRAM

(MODEL ADAPTED FROM STEPHEN KRASHEN)

PHASE	STUDENT'S CHARACTERISTICS	COMPONENTS: MAINSTREAM	COMPONENTS: SHELTERED	COMPONENTS: NATIVE LANGUAGE
BEGINNING	A) DOMINANT IN NATIVE LANGUAGE AT SCHOOL B) LITTLE OR NO ORAL COMMUNICATION IN ENGLISH C) LITTLE OR NO LITERACY SKILLS IN ENGLISH D) LITTLE OR NO BACKGROUND IN GRADE LEVEL SUBJECT MATTER	ART MUSIC PHYSICAL EDUCATION	ESL IMMERSION IN ALL CORE SUBJECT MATTER	COULD BE ONE OR A COMBINATION OF THE FOLLOWING: A) HELP FROM BILINGUAL AIDE IN THE CLASSROOM; B) INDIVIDUAL TUTORING FROM NATIVE SPEAKER; C) COUNSELING IN THE NATIVE LANGUAGE; D) CULTURAL ENRICHMENT ACTIVITIES; E) NATIVE LANGUAGE RESOURCE CENTER
INTERMEDIATE	A) DOMINANT IN NATIVE LANGUAGE AT SCHOOL B) BASIC CLASSROOM ORAL COMMUNICATION SKILLS IN ENGLISH C) SOME LITERACY SKILLS IN ENGLISH D) SOME BACKGROUND IN GRADE LEVEL SUBJECT MATTER	ART MUSIC PHYSICAL EDUCATION	ESL IMMERSION IN ALL CORE SUBJECT MATTER	
ADVANCED	A) DOMINANT IN ENGLISH AT SCHOOL B) CAPABLE OF COMMUNICATING ORALLY IN ENGLISH IN MOST CLASSROOM SITUATIONS C) NEAR GRADE LEVEL IN ENGLISH LITERACY SKILLS D) GRADE LEVEL BACKGROUND IN SUBJECT MATTER	ART MUSIC PHYSICAL EDUCATION MATH SCIENCE	ESL IMMERSION IN SOCIAL STUDIES AND LANGUAGE ARTS	
MAINSTREAM	A) DOMINANT IN ENGLISH AT SCHOOL B) PROFICIENT IN ORAL AND LITERACY SKILLS IN ENGLISH C) AT GRADE LEVEL IN ALL SUBJECT MATTER	ALL CORE SUBJECT MATTER	NONE	

FIGURE 4: INSTRUCTIONAL COMPONENTS OF AN ESL PROGRAM WITH NATIVE LANGUAGE SUPPORT SERVICES

quality of the teaching staff. The following pages will deal with some competencies that teachers of LEP students ought to possess.

Bilingual Teachers' Competencies

The basic competencies of a bilingual teacher can be divided into two categories: attitudes and skills. The skills can include language proficiency, linguistic competency, cultural competencies, and pedagogical competencies.[13]. Some specific competencies in each of these categories would include the following:

Attitudes—bilingual teachers should develop the attitude that:

1. all students have abilities and potentials that should be developed during the learning process;
2. the language variety of the students and a standard variety are both valid systems of communication and each has legitimate functions;
3. the students' culture is the basis for their learning to function as human beings;
4. bilingual education can promote and enhance the education of LEP students

Skills—the bilingual teacher should be able to:

A. Language proficiency
   1. provide instruction using a standard variety of both English and the students' native language;
   2. understand the language variety of the students
B. Basic linguistic competencies
   1. identify phonological, grammatical, and lexical characteristics of both languages;
   2. understand theories of first and second language acquisition and their implications for classroom instruction;
   3. identify characteristics of students' variety of language: (for example, certain forms and expressions are unique to Puerto Rican children living in New York, and others are unique to Mexican children living in Texas).
C. Basic cultural competencies
   1. recognize the richness of cultural diversity in the United States;
   2. identify aspects of the students' home culture that can be incorporated into the instructional program;
   3. develop a knowledge of the history of the LEP students' culture;
   4. develop an awareness of the contributions of diverse cultural groups to the development of the United States;
   5. use appropriate literature from the LEP students' culture in the classroom;
   6. develop an awareness of some aspects of the process of acculturation and assimilation;
   7. identify learning styles that can be culturally determined;
   8. prepare students to function in a variety of social and cultural settings
D. Basic pedagogical competencies
   1. explain and apply basic principles of learning theory;
   2. develop techniques to help extend first language skills and promote the acquisition of English skills;
   3. develop and present lessons in various content areas using appropriate terms from both languages;
   4. work effectively with aides, community volunteers, parents;
   5. assess LEP students' first and second language strengths and weaknesses as well as level of achievement in content areas, and use the results for instructional purposes;
   6. develop evaluation strategies;
   7. modify instructional materials to meet the needs of students

There are educational institutions in Ohio that provide courses that can lead to certification as a bilingual teacher by the Ohio Department of Education. A number of certified bilingual teachers are now teaching in various bilingual programs throughout the state.

Bilingual Aides' Competencies

Some bilingual programs in Ohio require that bilingual aides be paraprofessinals who have at least two years of college education. Although it cannot be expected that the aides will have the same degree of competency as the bilingual teacher, they should have the appropriate attitudes and possess the same language proficiency and basic cultural competencies as the bilingual teacher. In addition, aides should have some basic pedagogical

PROVIDE INSTRUCTION FOR LEP STUDENTS

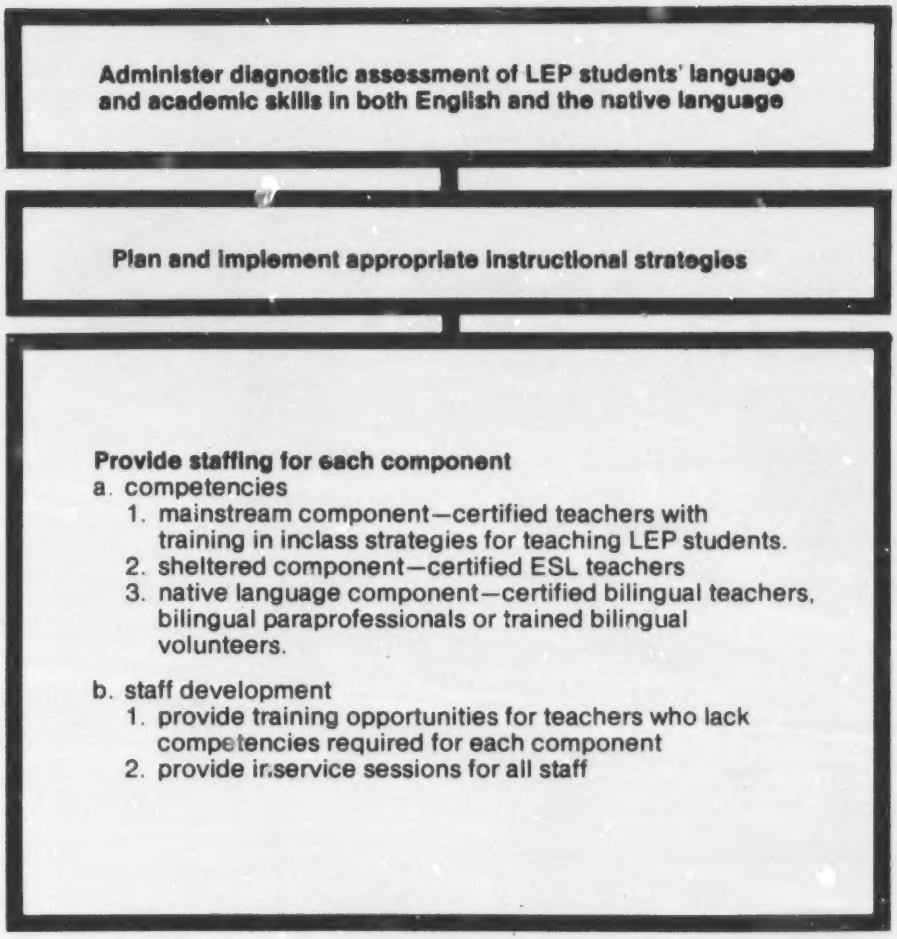

Administer diagnostic assessment of LEP students' language and academic skills in both English and the native language
Plan and implement appropriate instructional strategies
Provide staffing for each component
a. competencies
1. mainstream component—certified teachers with training in inclass strategies for teaching LEP students.
2. sheltered component—certified ESL teachers
3. native language component—certified bilingual teachers, bilingual paraprofessionals or trained bilingual volunteers.
b. staff development
1. provide training opportunities for teachers who lack competencies required for each component
2. provide inservice sessions for all staff

Figure 5: Transitional/Developmental Bilingual Program and ESL Program with Native Language Support: Instructional Program

skills that will enable them to carry out their assigned duties in the classroom.

Since the aide will perform duties under the direction of a certified teacher, the teaching staff should have a role in the preparation of the job description for the aides that are to serve in each program. Of course, the kind of program and resources available will also influence the job description. For example, a district that is near an institution of higher education that enrolls foreign students has a good potential source for bilingual aides. Therefore, the job description in this district may set higher educational standards than it would in a district that can count only on volunteers from the community at large.

Regular Classroom Teachers' Competencies

Most LEP students in Ohio will spend most of their school hours in a classroom where there is no bilingual teacher. Although it would be ideal to at least have bilingual aides in these situations, usually this is not the case. However, as brought out in Section II, regular classroom teachers have the opportunity to promote the LEP students' acquisition of English and academic progress.

The regular classroom teacher will not have the proficiency in the LEP students' native language, but he or she should have the same attitudes and possess most of the linguistic, cultural, and pedagogical competencies that a bilingual teacher has. It is especially important that regular classroom teachers be able to work with staff members who provide native language support services in order to take as much advantage as possible of the skills and experiences that the LEP students already have.

Staff Development

School personnel in charge of developing a program to meet the needs of the LEP students in the district should include a plan for the professional improvement of the staff members. The staff development plan could begin with an assessment of staff training needs. This assessment could be based on the criteria required by the State of Ohio for certification as a bilingual/multicultural teacher, and competencies desired of instructional aides. In addition, staff members' own perceptions of their needs could form part of this assessment.

Staff improvement programs include formal course work at colleges and universities as well as inservice activities, workshops, and staff meetings. Staff members of current Ohio programs have taken courses in areas such as audio-visual methods and materials, tutorial methodology, communication skills, and curricular resources. Inservice sessions have focused on cross cultural sensitivity training, comparative education (U.S. and Indochinese), appropriate educational strategies for LEP students, and native language content area instruction.

Special Education for Limited English Proficient Students

Some LEP students may have a physical or mental disability that substantially limits their learning in the existing educational programs established for the language minority population. It is essential that the district develop policies and procedures concerning the screening, prereferral, assessment, and placement of handicapped[14] students in appropriate educational programs.

There are two extremes that should be avoided when judging LEP students as possibly needing the services of special education. One extreme is the rush to refer any LEP student to special education services at the first sign that the student does not "fit" into the established school system. This could result in several problems, including unnecessary costs caused by instituting such services when the solution may be simply to modify some classroom practices. The other extreme is a tendency to delay assessing the LEP student for learning disabilities because he or she has not learned enough English to be evaluated by existing procedures. This could result in precluding LEP students from the early intervention policies generally afforded native English speaking students.

A structured pre-referral process can help teachers decide when to adjust a student's educational program, and when to refer a student for special education services. This process is initiated by gathering entry information that can be useful in planning the most appropriate educational environment for LEP students. The information gathered would center on the following:

1. The student's sensory functioning—audiometric and visual screening would be useful instruments in deciding if the student has a sensory impairment that might impede learning in a regular classroom.
2. The student's general health—by reviewing the student's health records and interviewing

his or her guardians, a teacher can find out if there is a health related problem that might affect cognitive and linguistic development or cause a pattern of absenteeism. Bilingual staff may be needed to gather this kind of information.

3. The student's language performance—information about the student's language dominance and degree of proficiency in both English and the native language will already be available from the assessment done when the student entered the program.
4. The student's sociocultural background—again, it may be necessary to enlist the aid of bilingual/bicultural personnel who are sensitive to acceptable ways of gathering this kind of information.
5. The student's cognitive development—every effort should be made to select appropriate content and to administer the test in a language that the student understands.
6. The student's academic achievement—this can be done by reviewing previous grades, through teacher observation, and in interviews with the parents, if necessary, with the assistance of bilingual personnel.
7. The student's emotional adjustment—information gathered through observation in the classroom and from interviews with other family members can indicate if trauma (death in the family, living in a war zone), destructive behavior, or difficulty in adapting to a new culture may have caused emotional maladjustment.
8. The teacher's attitude—it may be discovered that a teacher has low expectations of language minority students, and these expectations could become self-fulfilling.
9. Quality of curriculum—an evaluation might show that LEP students are being provided with inferior materials.

The three variables that contribute to the students' performance—the teacher, curriculum, and the student himself or herself—need to be explored in order to properly modify the students' instructional program. Only when the data from the pre-referral process clearly reveal that the student cannot be accommodated in the assigned classroom should the student be referred to special educational services.

When a student is referred to the special education service team for comprehensive assessment, the law[15] requires that 1) parents be notified in their native language and their consent granted to conduct a full psycho-educational assessment, 2) the assessment developed must be nonbiased culturally, racially, sexually, and linguistically, and 3) the assessment must be multidimensional in nature.

The result of the assessment will help school officials decide how the student can best be served. An Individual Education Plan (IEP) should be prepared in consultation with the parents. The plan may involve placement in a special education class, in a residential or hospital program, at home, or in a regular classroom with aides to compensate for the disability (for example, an interpreter for a deaf student, braille books for blind children, barrier free facilities). Included in the plan should be a list of learning goals, an estimate of the time needed to achieve the goals, and a method for measuring and evaluating the plan's objectives. Whatever course of action is taken should be provided to the student at public expense.

Parent—Community Involvement

Parental involvement in the district's program can start with notifying LEP students' parents that their children are eligible for a bilingual program or special English instruction. The "LAU Remedies" indicate that the school district is obliged not only to notify the parents of this fact, but also to inform the parents of all aspects of the program designed for the student. However, the remedies do not state that the schools must seek the parents permission to enroll the students in the program. Therefore,

INVOLVE PARENTS AND OTHER COMMUNITY MEMBERS IN PROGRAM

1. **Notify parents when their children have been found eligible for special instructional programs.**

2. **Provide opportunities for parents and community members to be actively involved in the program in:**

   a. planning
   b. promotion
   c. implementation
   d. evaluation

Figure 6: Transitional/Developmental Bilingual Program and ESL Program with Native Language Support: Parent-Community Involvement

each district can set its own policy on whether or not to require the parents' permission before enrolling a LEP student in a special program. In Ohio, at least one district offers the parents the option to refuse enrolling their children in the bilingual program. On the other hand, in other districts in Ohio, the decision to enroll a student in special English instruction is made exclusively by program staff.

Whether or not parents play an active role in the decision to enroll LEP students in special programs, they should be involved in other aspects of the planning, implementation, and evaluation of the program.

Bilingual programs receiving funds from the federal government are required to have parent advisory committees. Even programs that are not required to have parent advisory committees should encourage input both from parents and other community members in planning the program. Besides playing a role in the governance of the program, parents and community members can encourage cross cultural communication and interaction among parents, teachers, and administrators and publicize the success of the program within the community. In order to carry out these functions, the involved parents and community members will need to learn about the operation of the program and about other programs, both inside and outside the district.

Parents and community members can be involved in the implementation of the program in at least two ways. First, they can serve as volunteers to provide both native language support and special English instruction in and out of the classroom. For example, a parent who speaks the LEP students' native language can spend part of the day in the classroom helping to clarify the English instruction or giving individual attention to a student in a certain content area. Native English speaking parents can tutor LEP students in English on an individual basis. A second way for parents to be involved in the implementation of the program is to provide support at home for the instruction that their children receive at school. The home reinforcement of program objectives can be coordinated between the classroom teacher and the parents.

Parents should be notified of their children's progress in the program on a regular basis. Efforts should be made to have frequent teacher-parent conferences so that parents have the opportunity not only to ask specific questions about their children's progress, but also to offer suggestions on how to make instructional strategies more effective with their particular children.

Some districts in Ohio are already making efforts to increase and improve parent and other community members' involvement in the program. In fact, some districts even arrange workshops, conferences, and inservice programs especially for parents and other community members who are interested in supporting the schools' programs for LEP students.

SECTION IV

IDENTIFYING AND UTILIZING RESOURCES

Curriculum Materials

When selecting educational materials to be used in a program, a systematic approach should be used. Two questions might be helpful in setting up such a system: "What are the diagnosed educational needs of the students identified as LEP?" and "What kinds of materials can best meet the students' needs?"

Acquiring curriculum materials should not be just a matter of ordering supplies from commercial publishing houses. Program administrators and teachers should also consider the wide variety of other instructional aids that are available to budget-minded districts serving LEP students.

What are some of the sources that can be considered when selecting educational materials? First of all, there is the resource of the school personnel within the district itself. Local development of curriculum materials should be encouraged. The use of locally prepared instructional tools has the added advantage of helping teachers and other personnel feel that they have invested a part of themselves in the instructional program. This encourages greater personal commitment to the educational endeavor.

In fact, several programs for LEP students in Ohio have been successfully using in-house materials for some time. Personnel involved with new programs should take advantage of the expertise of experienced materials developers, especially since the materials generated by these people have already been field tested.

Another resource for educational materials is curriculum aids developed by personnel in institutions of higher education in Ohio. There are educators in the state's universities and colleges who have studied the educational needs of specific LEP student populations and have published materials that can be of help to the classroom teachers.

In addition to using formal instructional materials, teachers who have LEP students in the classroom can find many commonplace objects that can be used to promote meaningful communication in English. Examples include maps, comic strips, toys, fruit, charts, thermometers, and artifacts from the students' home culture. These kinds of instructional materials can be used to help LEP students develop not only everyday conversational language skills, but also academic skills.

When it comes to selecting commercially published texts, workbooks, and other curriculum aids, as many materials as possible should be reviewed. This will give the selection team a better chance of finding the specific instructional aids that will fit the needs of a particular program. Therefore, school administrators and teachers should maintain contact with diverse publishing houses in order to be up to date on the latest publications that might be available for LEP students.

Fortunately, the team charged with the selection of instructional materials can depend on the guidance and technical assistance of state and federal personnel. For example, the Division of Equal Educational Opportunities of the Ohio Department of Education has over 700 commercially prepared materials that are available for review. In addition, various organizations funded by provisions of the Bilingual Education Act have staff members who can provide guidance in selecting instructional materials for LEP students. A list of these organizations follows in the next part of this section.

Personnel Resources.

A number of agencies, centers, and organizations at the district, state, and federal levels are staffed with personnel who can offer assistance to persons in the process of establishing or implementing a special program for LEP students. Persons interested in seeking their assistance should feel free to contact them directly. These resources include the following:

District Level

Bilingual Education Program
Athens City Schools
East Elementary School
Athens, Ohio 45701
614-593-6901
Contact person: Mr. Dean Stecker,
Project Director

IDENTIFY AND UTILIZE RESOURCES

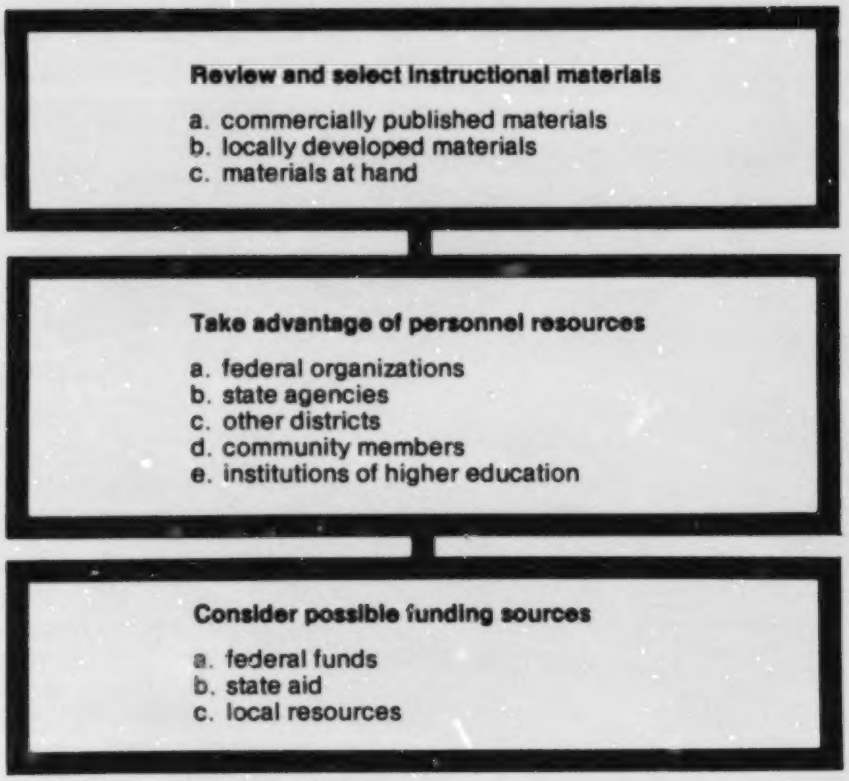


Figure 7: Transitionai/Developmental Bilingual Program and ESL Program with Native Language Support: Resource Identification and Utilization

Elementary Bilingual Program
Cincinnati Public Schools
230 East Ninth Street
Cincinnati, Ohio 45202
513-639-4937
Contact person: Dr. Myriam Met
Supervisor

Bilingual/Bicultural Schools
Cleveland Public Schools
1380 East Sixth Street, Sixth Floor
Cleveland, Ohio 44114
216-574-8573

LAU Compliance Center/
Bilingual Bicultural Education
Lorain City Schools
1020 Seventh Street
Lorain, Ohio 44052
216-244-9000
Contact person: Ms. Sylvia Cooper
Program Coordinator

Bilingual Program
Toledo Public Schools
Walbridge Elementary School
1245 Walbridge Street
Toledo, Ohio 43609
419-243-4420
Contact person: Mr. Nguyen Khac Do
Director

Youngstown Public Schools
20 West Wood Street
P.O. Box 550
Youngstown, Ohio 44501
216-743-1151
Contact person: Ms. Debbie Mettee
Program Coordinator

State Level

Ohio Department of Education
Division of Equal Educational Opportunities
LAU Center
65 South Front Street, Room 416
Columbus, Ohio 43215
614-466-4109
Contact person: Dr. Jennife Bell

Types of assistance offered: provides technical assistance for districts receiving Title VII funds; administers flow through funds to districts enrolling eligible refugee students under the Transition Program for Refugee Children; disseminates materials and provides information; assists in the development of materials; assists with development of LAU compliance plans; conducts conferences, workshops and seminars.

Federal Level

The Midwest National Origin
Desegregation Assistance Center
The University of Wisconsin-Milwaukee
School of Education—453 Enderis Hall
P.O. Box 413
Milwaukee, Wisconsin 53201
414-963-5663
Contact person: Mr. Tony Baez

Types of assistance offered: provides technical assistance in the development, adoption, and implementation of national origin desegregation plans and in the identification and assessment of national origin minority (NOM) students; development of instructional programs for NOM students; involvement of students, parents, and community members in NOM desegregation; staff development; identification and resolution of educational problems arising from compliance with Title VII requirements; preparation of informational materials in dominant language of NOM students and parents; assistance with achievement testing of NOM students; and, the identification of financial and instructional resources.

Georgetown University Multifunctional
Service Center
Suite 376, D.C. Transit Building
3520 Prospect Street, N.W.
Washington, D.C. 20007
202-625-3540
Contact person: Dr. Ramón Santiago

Types of assistance offered: provides training for program personnel and parents; provides technical assistance in selecting and using instruments for measuring academic achievement of LEP students; identifying and using appropriate instructional materials; identifying and using community re-

sources; organizing seminars, workshops, institutes, conferences, and consultation; and providing access to over 17,000 sample texts and other instructional materials.

Evaluation, Dissemination and Assessment Center
3700 Ross Avenue, Box 103
Dallas, Texas 75204
214-742-5991
Contact person: Mr. Juan D. Solís

Types of assistance offered: publishes and disseminates bilingual education materials; conducts needs assessment surveys within the designated service area; provides technical assistance in the selection of appropriate evaluation and assessment methods and materials; implements a data base of professional information relevant to the field of bilingual education; provides support services to education agencies serving language minority students.

National Clearinghouse for Bilingual Education
1300 Wilson Boulevard, Suite B2-11
Rosslyn, Virginia 22209
703-522-0710
800-336-4560
Contact person: Ms. Elaine Rand

Types of assistance offered: provides information about bilingual education and related areas; maintains and provides access to a computerized data base ensuring effective collection, retrieval, processing, and dissemination of information related to bilingual education; provides up-to-date information on legislation, policies, and other developments regarding bilingual education; and coordinates information gathering, processing, and sharing among educators working with minority language students.

Possible Funding Sources

When preparing a budget for a program that serves LEP students, **comprehensive** planning should be the goal. Program planners should consider the following funding sources: federal funds, state aid, and local resources.

Federal Funds. There are several sources of possible federal assistance for Local Education Agencies (LEAs) that have special programs for LEP students. These include the following:

1. Title VII (The Bilingual Education Act) of the Elementary and Secondary Education Act of 1965.

Purpose of the award:	to assist LEAs in establishing, operating, or improving programs of bilingual education to help LEP students improve their English language skills, or in demonstrating exemplary approaches to providing programs of bilingual education.
Authorized support activities:	1) adult education programs, especially for parents of children who are participants in the bilingual program; 2) training for parents to enable them to participate more fully in the education of their children; 3) pre-school preparatory programs; 4) training of program staff members; and 5) the development of instructional materials.
Eligibility Criteria:	Grants are awarded on a competitive basis. In order to be competitive, LEAs must meet the established funding criteria found in the appropriate sections of the Code of Federal Regulations (34 CFR Parts 501 and 502).
Further information:	The Division of Equal Educational Opportunities of the Ohio Department of Education, or U.S. Office of Bilingual Education and Minority Languages Affairs 400 Maryland Avenue, S.W. Washington, D.C. 20202 Tel. 202-245-2961 or 447-9227

Various Ohio school districts have been awarded Title VII monies to initiate programs for LEP students. In fact, in the school year 1982-83, there were five districts in Ohio operating bilingual programs with the assistance of Title VII funds.

2. Transition Program for Refugees as authorized by Public Law 96-212, of the Refugee Act of 1980.

Purpose of the award:	to supplement LEAs' educational services to refugee students with emphasis on instruction to improve English language skills of eligible children to enable them to achieve and maintain a satisfactory level of academic performance. Services can include testing, ESL instruction, bilingual education, remedial education, and the acquisition of materials.
Authorized support activities:	Inservice training of staff, parent training, guidance and counseling, referral to social service and health agencies, summer school, parent/community coordinator, part-time tutors, teachers' aides, and resource centers.
Eligibility criteria:	This is a federal entitlement grant that is awarded to each state based on the number of identified refugee students. In turn, districts within a state receive an amount of financial assistance based on a formula indicating the number of refugee students identified, their grade level (high school students are a a priority), and their date of arrival (recent arrivals are a priority).
Further information:	Division of Equal Educational Opportunities, of the Ohio Department of Education, 65 S. Front Street, Room 416, Columbus, Ohio 43215.

Currently, 83 Ohio school districts are using Transition Program funds to serve 2,234 students.

It is important that school personnel preparing a program for language minority students be aware not only of the abovementioned funding sources, but also of other possible federal funding programs available to districts serving LEP students. For this reason, program planners may wish to use the services of the following resource organization:

Education Funding Research Council
752 National Press Building
Washington, D.C. 20045
Tel. 202-737-4700

The purpose of this organization is to provide information services and publications of federal funding programs.

State Aid. Although the State of Ohio does not allocate funds specifically for bilingual programs or other special programs for LEP students, there are certain state administered funds that districts can use to benefit the minority language students enrolled in the schools. These funds include the Ohio Disadvantaged Pupil Program Fund (DPPF) and monies provided through Chapter I of the Elementary and Secondary Education Act (ESEA).

1. Disadvantaged Pupil Program Fund as authorized by Ohio Senate Bill 350 passed by the Ohio General Assembly in 1967 and amended in 1977.

Purpose of the fund:	to support expanded educational programs for disadvantaged students. Districts "target" DPPF funds for a specific purpose in one of the designated educational components.
Authorized educational purpose components:	**academic achievement and remedial programs, adaptation of curriculum instructional methods and materials, cultural enrichment,** drop out prevention, home, school and adult education programs, **improvement of communication skills,** improvement of health and related services, improvement of library services, motivation and self-image

development, and safety and security.

Eligibility criteria: for a district to be eligible to receive DPPF assistance, at least 50 students or 5% of a district enrollment has to come from families receiving Aid to Dependent Children payments. However, student participation in this program is based on academic need regardless of economic status.

Further information: Urban Programs Section, Division of Equal Educational Opportunities of the Ohio Department of Education.

Currently, over 70% of Ohio's 615 school districts receive supplemental dollars from this fund. In the school year 1980-81, DPPF programs designed to improve the academic achievement of 8,367 students throughout Ohio were funded.

2. Chapter I Funds of the Elementary and Secondary Education Act. Although these funds come from a federal source, they are channeled through the State Department of Education for distribution to local school districts. In Ohio, Title I is administered by the Division of Federal Assistance and the Division of Special Education.

Purpose of funds: these funds are district discretionary, that is, each district identifies the priority needs of educationally disadvantaged students and designs programs to provide appropriate supplemental instruction. Special attention is given to localities with concentrations of certain groups of children: 1) children of low income families, 2) children of migratory agricultural workers, 3) handicapped, neglected, and delinquent children.

Authorized educational components: small group pull out sessions for reading improvement, reinforcement of math skills on an individual basis, **tutoring LEP students in English reading and writing skills,** special programs to **help migrant children improve English oral skills, implementing ESL programs** for language minority students

Support activities: staff inservice education, parent advisory councils, parent involvement (conferences with teachers, assisting as volunteer tutors, storytellers, and monitors), and home visits by staff members.

Eligibility criteria: grants are awarded to districts based on the number of children aged 5-17 who are from: 1) low income families, 2) from families receiving Aid to Dependent Children, 3) in institutions for neglected or delinquent children, 4) in foster homes and, in the case of funds for migrant children, based on the count of migrant school age children and the number of days they are in Ohio.

Further information: Division of Federal Assistance and Division of Special Education of the Ohio Department of Education.

School districts in Ohio can use Chapter I funds to provide special instructional services to the LEP students enrolled in the schools. For example, funds have been used to pay the salary of a tutor who helps LEP students improve English reading skills, to finance programs to help migrant children develop oral skills in English and improve reading and math scores, and to operate ESL programs for language minority students.

Local Resources. Local board monies should be included for payment of such program expenses as instructional salaries and educational materials for programs that serve LEP students. In fact, districts applying for Title VII ESEA grants are required to show not only that the grant will assist the district's ability to deliver high quality bilingual instruction to all the LEP students enrolled in the schools, but also that realistic plans (in terms of funding and local intent) have been made to continue the program after Title VII support is ended or reduced. The development of capacity and commitment in programs that address the language needs of LEP students should be the goal of all school districts, not just those that receive Title VII monies.

Admittedly, it is a challenge to encourage a budget-minded school board to commit local funds for special programs for LEP students when the same board finds itself vetoing educational improvement plans for other components. Therefore, program planners need to consider strategies that can facilitate growth in local capacity and boost the district's commitment to the education of language minority students[16]. For example the board could be reminded of the educational benefits of the proposed program as well as the legal mandates of the 1964 Civil Rights Act as interpreted by the Supreme Court in LAU vs. Nichols. The most effective strategy would be to design the program in such a way that the rest of the school district is involved and commited to the objectives. This may require that the program be adjusted to accommodate districtwide priorities in order to gain cooperation from the superintendent's office or the school board. In other words, the school district's management structure needs to feel that the program for the LEP students is an integral and essential part of the educational structure of the school.

An additional strategy might be to hire bilingual personnel with the state and federal funds available. Then, as regular personnel vacancies open up in the district, each of the outside funded positions could be converted to a regular locally funded bilingual position.

SECTION V

EVALUATION AND MONITORING

When you evaluate your program you gather data to determine its value and success, as well as to ascertain whether the techniques and materials are appropriate for achieving stated goals, objectives, and standards. Before initiating an evaluation, school personnel need to ask themselves why there is a need for an evaluation. After agreeing upon the reasons for the evaluation, program staff can set up an evaluation system: "What needs to be measured?" and "How should it be measured?"

Reasons for an evaluation

Some of the valid reasons for evaluating a program that serves LEP students could be the following:

1. to give information to various audiences such as the students themselves, parents of students, the community members, school board members, state officials, and federal funding sources;
2. to discern program needs, such as personnel resources, funding increases and consultant or technical assistance;
3. to explore ways to increase program growth;
4. to serve as a special study or research project.

The purposes for which the evaluation will be used will define the evaluation process. For example, an evaluation that is to serve as a progress report to the parents of the LEP students will contain different information from that of an evaluation done to comply with federal funding regulations.

What is to be evaluated

The content of an evaluation that gives information to parents will probably focus on the academic progress and rate of English language development of individual students. On the other hand, federal funding sources require an evaluation of program objectives as well as a general picture of students' progress. The local school board might be interested principally in the cost effectiveness of the program. In each case, the focus of the evaluation needs to be clearly spelled out in order to give a sense of direction to the process that will be used.

How to measure the content of the evaluation

This is probably the most difficult part of an evaluation because decisions have to be made not only about how to collect the data, but also on how to interpret the data once they are collected. Evaluators need to take care to avoid bias in both the collection and interpretation of the data.

Before beginning to collect and interpret the data for the evaluation, you should precisely define the program in terms of goals, objectives, and desired outcomes. The following are some suggestions for evaluating the various program components:

Instruction—a) during entry level assessment of the students, use measures that not only provide a standard method of identifying LEP students, but also give an indication of their level of language proficiency at the time of enrollment in the program; b) use pretests and post tests that really measure what they are meant to measure—for example, a fill in the blank test does not necessarily give a true indication of how well a student can write in the language being tested; c) use sampling techniques that give a true cross section of the whole group; d) take into consideration the attrition rate of the students so that the data reflect the progress of the school dropouts as well as of those who stay in the program; e) insure that there is enough time between pretests and post tests to allow for measurable change; f) insure that the evaluators have sufficient training in statistical techniques; g) take into consideration the whole range of variables that might influence the outcome such as the students' socioeconomic background, their home life, their time in the program, the curriculum, the teachers' methods and personalities, materials, and the adequacy of the budget.

Parent and community involvement—solicit the input of the parents and community members themselves.

Staff development—a) involve the staff in the preparation of a needs assessment; b) solicit input from the participants after every training session, conference, etc.

Effectiveness of materials—solicit the input of students, parents, and teachers.

Granted, implementing an evaluation is a demanding task. Since the development of evaluation strategies can require skills that program personnel

EVALUATE, MONITOR, AND REPORT

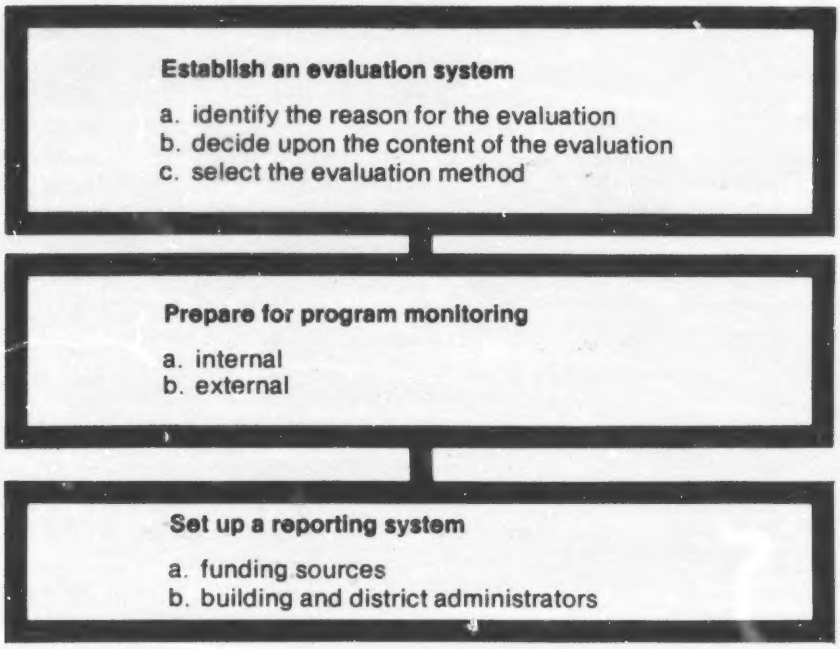

Establish an evaluation system
a. identify the reason for the evaluation
b. decide upon the content of the evaluation
c. select the evaluation method
Prepare for program monitoring
a. internal
b. external
Set up a reporting system
a. funding sources
b. building and district administrators

Figure 8: Transitional/Developmental Bilingual Program and ESL Program with Native Language Support: Evaluation, Monitoring, and Reporting

might not possess, it is important to take advantage of available technical assistance. Two resources that Ohio program personnel have available are the Evaluation, Dissemination and Assessment Center and the Multifunctional Service Center mentioned in Section IV of this document.

Monitoring

A system for monitoring a program for LEP students should be an integral part of the program design. An internal monitoring system can be useful in discovering problems in their early stages, thereby making it easier to make changes necessary for improvement. In addition, planners of special programs for language minority students should expect personnel from funding sources to monitor the implementation of the stated goals and objectives spelled out in the program plan.

Internal monitoring. The program director or other program administrator should have the responsibility of reviewing the program on a regular basis. Questions that might be asked during this monitoring process could include the following:

1. Are LEP students being properly identified?
2. Are school administrators and teaching personnel aware of the goals and objectives of the program?
3. Are the steps of due process being carried out in the case of LEP students who might have learning disabilities?
4. Are the instructional activities being implemented as planned?
5. Are administrators and teaching personnel taking advantage of available staff development activities?
6. Are parents and community members actively involved in the program?
7. Are the LEP students being reevaluated on a regular basis?

External monitoring. The Ohio Department of Education may assist local districts in the monitoring of their special programs for LEP students. This guidance can be given as a result of the department's role in the administration of funds, such as DPPF and Chapter I, and through its role of providing technical assistance in Title VII programs and Transition for Refugee Children programs.

The department's monitoring activities could include the review of districts' proposals for funding and providing resources for periodic evaluation of both students' progress and the implementation of program objectives.

Programs receiving Title VII funding will also have outside monitoring from personnel of federal agencies such as OBEMLA. In addition to offering suggestions for program improvement, monitoring personnel may advise program administrators on matters concerning compliance to LAU Regulations and Title VI of the Civil Rights Act.

Reporting

The results of the monitoring and program evaluation are usually organized in a written report. Periodic reports about specific expenditures and outcomes are required for programs which receive financial support from state and federal funding sources. For example, districts that receive Title VII funds have the obligation to submit an annual progress report that reflects all phases of the program. This document has the purpose not only of providing information that influences decisions about further funding, but also assisting local project directors in preparing a plan to institute corrections for the improvement of the program.

However, it is recommended that program personnel set up a reporting system not only for funding sources, but also for local school district administrators. As was mentioned previously, it is important that the special programs for LEP students be incorporated as an integral component of the district's overall educational plan. This means that building administrators, such as the curriculum specialist, the principal, and the assistant principal, need to be kept aware of the progress and needs of the program. In other words, a rapport needs to be established and maintained between the special program staff and the regular school administrators and teaching staff through an effective reporting system which insures a healthy relationship among all school personnel. A strong rapport makes it easier to coordinate such activities as the scheduling of classes for LEP students and the preparation of their progress reports by all teachers involved in their instruction. In addition, the input and suggestions of the building administrators and personnel of the superintendent's office can be valuable in correcting weaknesses that might be identified in the report. Furthermore, making reports to district and building personnel can give the program staff the opportunity to publicize the successes and strengths of the program.

SUMMARY

The intent of this handbook has been to provide you, as school administrators and teachers, with theories and practical suggestions for planning and implementing special instructional programs for language minority students. The information presented in this handbook has been based on several premises regarding the education of language minority students:

1. Limited English proficient (LEP) students have needs in English, but they also have language strengths in their native language. Special instructional programs for LEP students should be designed to take advantage of students' native language strengths in addition to helping them develop English language skills.
2. Planning a special instructional program for LEP students should begin with an assessment of the LEP students' language strengths and needs.
3. Planning instructional strategies should take into consideration basic principles of first and second language acquisition.

As has been indicated, there are many resources available to assist personnel in planning, implementing, and evaluating special instructional programs. Particular stress has been placed on the fact that a cooperative effort involving school staff, parents, community members, and resource agencies is needed to enhance the success of special programs for LEP students.

NOTES

1. Cummins, Jim. "The Entry and Exit Fallacy in Bilingual Education" in *NABE Journal*, Vol. IV, No. 3, Spring, 1980: 25-29.
2. Ibid.
3. Dulay, Heidi, Burt, Marina, and Krashen, Stephen. *Language Two.* New York: Oxford University Press, 1982.
4. Krashen, Stephen. *Principles and Practice in Second Language Acquisition.* Elmsford, N.Y.: Pergamon Press, 1982.
5. Rodríguez, Richard. *Hunger of Memory: The Education of Richard Rodríguez.* New York: David Godine, 1981.
6. Ms. Eldridge, Administrator of the National Center for Education Statistics, was referring to the nationwide Survey of Income and Education conducted in the spring of 1976. Her analysis of the survey was published in the *National Center for Education Statistics Bulletin* of the U.S. Department of Health, Education, and Welfare dated July 26, 1978.
7. Fishman, Joshua, and J. Lovas. "Bilingual Education in Sociolinguistic Perspective" in *TESOL Quarterly*, Vol. IV, No. 3, September, 1970: 215-222.
8. A detailed discussion of the potential immersion programs as an instructional approach for LEP students can be found in a paper by Myriam Met entitled *Immersion and the Language Minority Student* published by the Midwest National Origin Desegregation Assistance Center, Milwaukee, Wisconsin, 1982.
9. Fox, Sharon and Allen, Virginia. *Teaching the Language Arts: An Integrated Approach.* New York: Holt, Rinehart, and Winston, 1983.
10. 414 U.S. at 556.
11. "Task Force Findings Specifying Remedies Available for Eliminating Past Educational Practices Ruled Unlawful under LAU vs. Nichols," Office for Civil Rights, 1975. Part III, 1B.
12. Krashen, Stephen, 1982, op. cit.
13. Taken from *Bilingual and English as a Second Language Program* published by the State of New Jersey Department of Education, 1981.
14. A detailed discussion of a suggested process for identifying LEP students who need special education services can be found in *Special Education Services for Exceptional Bilingual Students: A Needs Assessment for Program Implementation* published by the Midwest National Origin Desegregation Assistance Center, 1982.
15. Title V, Section 504 of the Rehabilitation Act of 1973, Public Law 93-112 and The Education of All Handicapped Children Act of 1975 (P.L. 94-142).
16. Further suggestions for the development of local capacity and commitment for the delivery of bilingual education services can be found in a guide entitled *Building Capacity and Commitment in Bilingual Education: A Practical Guide for Educators* published by the Office of Bilingual Education and Minority Languages Affairs, 1983.

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